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A PRELIMINARY REPORT
PLANS
For EXTENSION and
ENLARGED APPROACHES
TO
NEW PASSAIC RIVER BRIDGE



CENTRAL PLANNING BOARD
OF THE CITY OF NEWARK, NEW JERSEY

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CENTRAL PLANNING BOARD OF NEWARK, NEW JERSEY

October 25, 1944

To the Honorable, the Mayor and
Board of Commissioners
of the City of Newark, New Jersey

Gentlemen:

The State Highway Department is in the process of acquiring property for the approaches to the proposed new Passaic River Bridge under plans which do not meet the approval of the Central Planning Board of Newark so far as Newark's requirements are concerned.

Because of the fact that some of the properties to be acquired under the State Highway plan will not be needed under the proposed plan which we have submitted, time becomes the essence if changes, as recommended by our Board, are to be adopted.

We must look to the Board of Commissioners to immediately make contact with the State Highway Commissioner or, if need be, with the Governor in order that the City of Newark be given the full consideration to which this Board feels it is entitled, in the construction of this improvement.

Since last winter we have been giving a great deal of attention to this bridge matter. We have made many studies in the office, held numerous conferences with the County, State and Federal engineers and have conferred with several Newark Business organizations such as the Chamber of Commerce, Broad Street Association and Real Estate Board.

Our studies have convinced us that the Bridge as designed by the Highway Department will not adequately serve the needs of Newark. The reasons for arriving at this conclusion are set forth in detail in the report which is

submitted herewith. It is sufficient to say at this point that the present design of the Bridge will not properly care for the traffic needs of Newark in the postwar period and will create serious problems in traffic regulation which will cause great future expense to the City and inconvenience to the citizens.

We have prepared a plan which is sound from an engineering standpoint and one which we believe will adequately meet the needs of the city both now and in the future. The original cost under our plan will be greater than that proposed by the State. We realize that costs are of paramount importance in considering any engineering project. In this particular instance, however, we believe that it should not be the controlling factor. We believe that it will be an extremely shortsighted public policy to expend an estimated seven million dollars on a facility which will be inadequate when completed, when by the spending of an additional one to two million dollars a proper structure can be provided. We are of the considered opinion that, in the long run, a structure designed as we have suggested will result in less expenditure of public funds than that contemplated under the State Highway Department's present plan.

We believed that this proposed Bridge is more than a local connection between Harrison and Newark; heretofore it has not been considered more than a replacement of two local bridges. We consider the structure an integral link in a future high speed traffic artery from the Oranges to the downtown section of Newark and New York.

The construction of this Bridge with the recommended approaches from the West will offer an opportunity to provide some very badly needed local highway improvements designed to open up accessibility to the central business district of Newark from the north and west, and to provide a crosstown route extending north and south through the center of the City. A more detailed description of these proposed improvements appears in the report.

The State Highway Department is proceeding with preparation of contract drawings and the acquisition of property for the improvement. Construction of the Bridge will start immediately after materials and labor become available. Because of this fact, we are transmitting this report to you at this time and urgently request your serious consideration of its recommendations. In this connection we suggest that you request the State Highway Department to make an engineering cost estimate of both plans before proceeding with the acquisition of any more property under their original plan.

This matter is of such vital importance to the citizens of Newark that it might well be the subject of a special meeting of the City Commission at which the recommendations and proposals as made by this Board can be more thoroughly discussed with you.

Respectfully submitted,

CENTRAL PLANNING BOARD
OF THE CITY OF NEWARK,

By:

Edward Maier
Chairman.

EJM/MHC

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SUMMARY OF RECOMMENDATIONS

1. The present design of the Bridge is inadequate to meet present and future traffic requirements at its connections with Broad Street and McCarter Highway.

The plan of the Central Planning Board proposes to redesign the Bridge to accomplish the following:

1. The introduction of Bridge traffic into Broad Street away from the already congested area around the Lackawanna Station.
2. The provision of a ramp permitting southbound traffic on Broad Street to go east over the Bridge.
3. The provision of a ramp for westbound Bridge traffic to go north on Broad Street.
4. The rearrangement of the Street System in the vicinity of the Lackawanna Station to facilitate traffic movements.
5. The provision for a ramp to permit southbound traffic on McCarter Highway to enter the Bridge to go east.

6. The provision of an exit ramp to discharge traffic directly into McCarter Highway instead of using existing surface streets in the vicinity of Cross Street and McCarter Highway.

These improvements would increase the cost, but would be entirely justified in the light of future benefit to Newark's traffic.

2. The new Bridge is of more significance than a local connection between Newark and Harrison.

It should be considered as a link in a future limited access highway from the area west of Newark to downtown Newark and New York.

3. Adequate highway connections to the Bridge from the west should be provided at the time the Bridge is constructed.

The State disclaims responsibility west of the end of the Bridge at Boyden Street and has arranged for Essex County to provide necessary connections to Clifton Avenue.

4. The plan of the Bridge and its approaches should be coordinated with Newark's Street System to insure proper access into Newark's downtown business district from the west and north.

INTRODUCTION

One of the most important functions of the Central Planning Board is to correlate all physical improvements in the City of Newark, including those constructed by County, State and Federal agencies.

The proposed new Bridge across the Passaic River to be constructed by the State Highway Department is a major improvement which will have far reaching effects on local traffic conditions and the street structure of the City of Newark. For this reason, the Planning Board has felt that a careful study should be made of the Bridge and its approaches on the Newark side to determine how this improvement can best be fitted into the general street pattern of the City.

One of the most significant reports to be made by the Planning Board will be the Major Street System. This plan will be co-ordinated throughout with Highway plans of the County, State and Federal governments. The report is scheduled for completion in 1945, following reports on Zoning and Housing. Unfortunately the Bridge matter has come to the Board's attention before it has had an opportunity to study the Street System in its entirety. It is so important a matter, however, that the Planning Board has

advanced its schedule to the point of giving at least tentative consideration to the entire Street Plan, and has undertaken a thorough study of all of the questions raised by the new Bridge.

This report consists of analyses of:

(a) The manner in which the new Bridge should fit in with the general street pattern of Newark.

(b) The adequacy of the design of the Bridge and its approaches to meet present and future traffic requirements in Newark, and

(c) The relationship between the Bridge and the future highway system in the Newark metropolitan area.

GENERAL DESCRIPTION OF THE PROPOSED NEW
PASSAIC RIVER BRIDGE

For several years, the State Highway Department and the Councils of Essex and Hudson have realized the necessity for remedying the conditions now existing at the Bridge Street and Clay Street Bridges. These are old low level structures, and for a number of years large outlays have been required to keep them in repair. They also cause serious traffic delay, due to the necessity of frequently opening the bridges to permit boats to pass.

Several years were devoted in determining the location of a bridge to replace the above structures, and agreement finally was reached between the interested parties on a location just north of the present Lock Haven Railroad Bridge which lies about midway between Clay Street and Bridge Street Bridges. It was also determined to construct a high level bridge and eventually to abandon the use of Clay Street and Bridge Street Bridges.

Having determined a site, and having received permission from the War Department to undertake this work, the State Highway Department proceeded to make tentative plans for the bridge. These plans were first made known publicly in the press on January 7, 1944. Subsequent to this announcement, conferences were held with the State Highway Department and representatives of the Central Planning Board,

and a copy of the tentative design was furnished the Board by the State Highway Department.

During the past several months, the State has procured suitable lands which acquired certain properties necessary for the construction of the Bridge. Contracts have been let for borings to determine the design of the piers and sub-structures.

The proposed Bridge is to be of six lane capacity (Three moving lanes in each direction) crossing the Passaic River at a point to the north of the Lackawanna Railroad Bridge and passing over McCarter Street, Broad Street and High Street, ending to the south at Dover Street. Certain accommodations by means of ramps are provided at McCarter Highway, Broad Street and High Street, to accommodate traffic entering and leaving the Bridge from these streets.

The estimated cost of this structure is between six and seven million dollars; 50 percent of which will be financed from State funds, and 50 percent from Federal funds. The Bridge has been placed on the Federal Aid Highway System, and is designated as Route 25-A.

The State has proposed no plans to extend the approaches of the Bridge westward from the river, and it is indicated that, in view of the fact that the Bridge is only a local connection between Harrison and Newark to replace

two existing bridges, it is the responsibility of the local community to provide the proper approaches to the Bridge from the West.

While it is not possible to begin actual construction of the bridge until the winter, the State is proceeding to do as much work as possible on the piers. It is expected that this work will start in the relatively near future.

The negotiations in regard to the location and type of bridge took place between the State and City officials prior to the establishment of the Central Planning Board. This report is not concerned with either of those matters.

The Bridge is designed to carry a total twenty-four hour traffic of 60,000 vehicles. This is approximately 20,000 more than now use the two existing bridges. It is estimated that there will be an hourly peak traffic load of 5,000 vehicles per hour consisting of 1,000 vehicles per hour. The ramps leading to and from the Bridge were designed in accordance with traffic estimates made by the State Highway Department based on studies of the origin and destination of traffic now using the Clay Street and Bridge Street Bridges.

Where the Bridge crosses McCarter Highway, provisions are made at McCarter Highway for northbound traffic going east on the Bridge to get on the structure by means of a ramp. Westbound traffic on the Bridge desiring to go south on McCarter Highway leaves the structure by means of a ramp on the McCarter Highway and crosses the road at Spring Street, thence to McCarter Highway at a point south of Cross Street. There are no provisions for eastbound traffic to enter the bridge from the north. Likewise there are no provisions for westbound traffic desiring to go north on McCarter Highway to leave the Bridge at that point. This traffic would use the southbound ramp to Spring Street and would use other streets in that vicinity

to get back on the main Highway. The plan is to close off a portion of Cross Street at its intersection with McCarter Highway and substituting a new exit immediately to the south of the present street.

At Broad Street a ramp is provided for northbound traffic leading to go east on the Bridge at a point directly north of the intersection of Cross Street and Broad Street. A ramp is provided for westbound traffic on the Bridge designed to go south on Broad Street which leaves the Bridge just east of 5th Street and goes to grade at Main Street. No provisions are made for east and traffic on the Bridge wishing to go north on Broad Street to leave the structure at that point. This traffic would use the ramp to the main Highway which leads into Grant Street and would later cross Broad Street at its intersection with Grant. Likewise no provisions are made for east bound traffic on Broad Street wishing to go east on the Bridge to enter at Broad Street.

An entrance ramp to the Bridge is provided for westbound traffic at High Street at a point just north of the north property line of the Lehigh Valley Railroad Company at High Street. No provisions are made for discharging bridge traffic at High Street.

There are no provisions made for eastbound traffic to leave the Bridge at any point after it gets east of Center Street.

West of McCarter Highway, the Bridge structure consists of two 26 ft. roadways accommodating two moving lanes of traffic in each direction. The ramps have widths varying from 20 to 26 feet and radii ranging from 30 to 130 feet. Maximum grades are 7 percent.

PROPOSED IMPROVEMENTS IN THE PUBLIC UTILITY DISTRICT

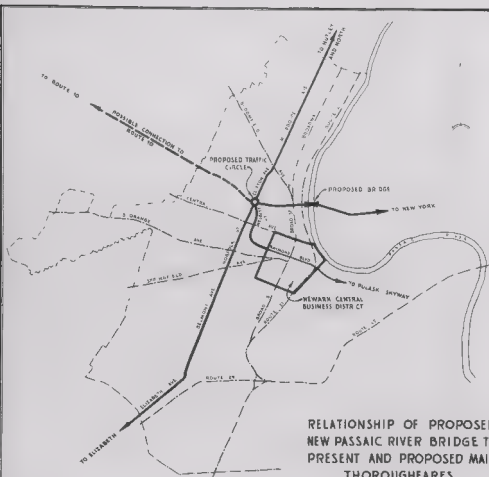
One of the most pressing needs of Newark is improved access to the central business district from the southwest, west and northwest. Unless provisions are made for traffic to get into the downtown shopping center conveniently, efficiently and safely, and for removing it, the area is doomed to be crowded with cars and trucks. To preserve the retail business interests will lose many customers who will go elsewhere to shop. A complete plan for these improvements will be prepared at a later date. However, the imminent construction of the new Little Howard and Central Expressway Bridge to connect the approaches of the existing bridge from the west and north and how these approaches are to be coordinated with the western approaches of the new structure.

To meet existing needs, three things are necessary:

(a) Provision must be made to assure adequate connections to the end of the Bridge at Boyden Street from the west.

(b) Provision should be made for a north and south crosstown thoroughfare extending from North Newark to Elizabeth through the central part of the city.

(c) Adequate connections should be made to Raymond Boulevard at its present terminus at Lock Street



RELATIONSHIP OF PROPOSED
NEW PASSAIC RIVER BRIDGE
TO PRESENT AND PROPOSED MAIN
THOROUGHFARES.

CENTRAL PLANNING BOARD
OF NEWARK, NEW JERSEY

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& ASSOCIATES
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from the west and north.

As stated previously, there has been no plan prepared for taking traffic on and off the Bridge east of Boyden Street. There are at present no streets in this vicinity which are adequate for this purpose. The State has indicated that this necessary part of the improvement is a local responsibility and presumably will be carried out by Essex County. To date no other plans have been developed.

Plate No. 1 shows the general location of the improvements described above. These consist of the widening and improvement of Clifton Avenue, half block east of Jones Street and Belmont Avenue connecting it to the north end with Mt. Prospect Avenue and at the south end to Elizabeth Avenue. This would provide a through north and south thoroughfare which is a logical part of the Essex County Highway System as it has a more than local significance. The second part of this general improvement program consists of the widening of Washitt Street and Lock Street from Eighth Avenue and Clifton Avenue to the present widened portion of Lock Street. Part of the necessary property has already been acquired by the City. The third part of the program consists of the western extension of the Bridge approach to Clifton Avenue where all three improvements would join in a traffic circle, which would constitute an interchange for

to get on or off to Bridge or traffic either crosstown or to downtown Newark which originates west and north of this point.

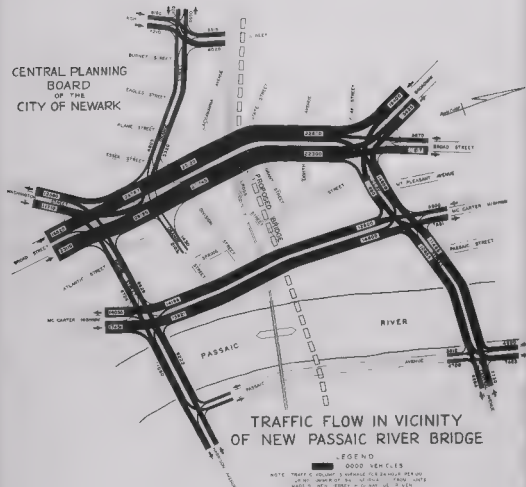
In view of the extreme importance of these street improvements to the City of Newark, the Planning Board are that they be considered in connection with the design and construction of the new Bridge. It should be a joint undertaking between the State, County and City with a division on the cost agreed upon by conference.

The Planning Board has not extended its present study west of the proposed traffic circle at Clifton Avenue and Eighth Avenue but it believes that eventually the western approach to the Bridge should be extended across Branch Brook Park to a connection with existing thoroughfares on the west side of the Park, in order to make it possible for traffic originating in the Orange and other communities west and northwest of the Bridge to get onto the structure conveniently and quickly. Such a connection would serve a dual purpose and would not only enable east-bound traffic to reach the Bridge but it would open up a convenient route through the downtown district of Newark by way of the proposed Railroad Boulevard improvement. This matter is discussed in more detail later in the report.

Summarising, the Planning Board strongly urges that

that a serious consideration be given to the proper location of the viaduct approach to the Bridge and that this plan be co-ordinated with the very necessary provision of an alternate north and south route across New York and lead into the downtown business section by way of Raymond Boulevard.

CENTRAL PLANNING
BOARD
OF THE
CITY OF NEWARK

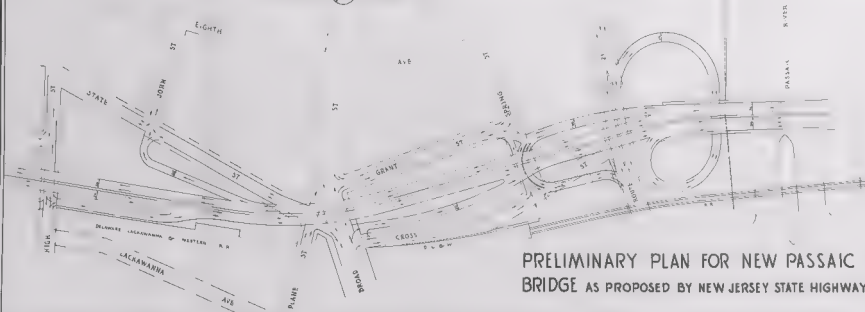


TRAFFIC FLOW IN VICINITY
OF NEW PASSAIC RIVER BRIDGE

AID TRAFFIC FLOW

The second important matter to be considered by the Planning Board in connection with the new Bridge has to do with the effect on the established traffic pattern on Broad Street and McCarter Highway by reason of the means for providing ingress and egress to the Bridge structure. The physical facilities which the State proposes to provide for moving traffic on and off the Bridge have been described previously.

Plate No. 2 shows prewar traffic movements on the Clay Street and Bridge Street Bridges and on Broad Street and McCarter Highway. At the time of the survey, approximately 21,000 vehicles used the Clay Street Bridge daily and 6,000 used the Bridge Street Bridge. This represents a total of approximately 27,000 vehicles per day passing daily through existing structures. On Broad Street between Clay Street and Bridge Street there are approximately 12,000 vehicles per day and on McCarter Highway approximately 10,000 vehicles per day. In view of this very heavy flow, it becomes extremely important that the exit and entrance ramps to the bridge be designed in such a manner that there be the least possible interference with the free flowing movement of traffic on Broad Street and McCarter Highway.



PRELIMINARY PLAN FOR NEW PASSAIC RIVER
BRIDGE AS PROPOSED BY NEW JERSEY STATE HIGHWAY DEPT.

One of the most difficult and complicated traffic situations in Newark today exists at the intersection of Broad, Cross, Grant, State and Prince Streets in the vicinity of the Lockport Railroad Station. Because of the numerous streets intersecting at this point, there is a great variety of traffic moving in every direction which conflict with one another. There are also many pedestrians moving into the Lockport Station, particularly from horse-drawn buses on Broad Street discharging passengers at the Station. It would seem most advisable to further complicate this traffic problem by introducing a large volume of traffic from the Bridge into this intersection as proposed by the State Highway Department. (See Plate No. 3)

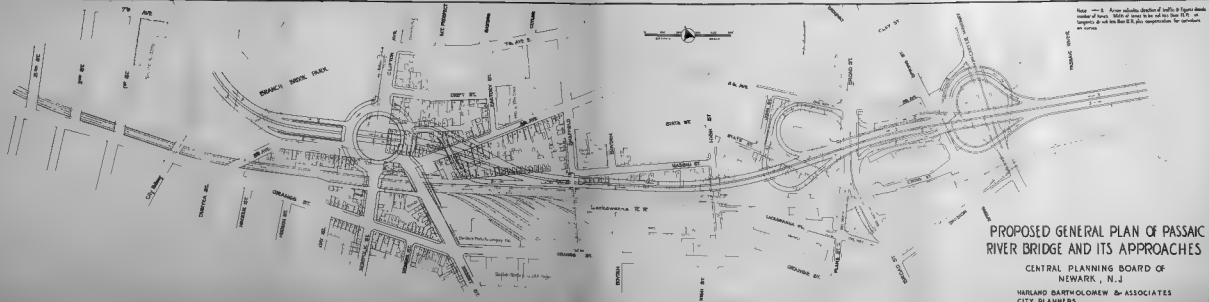
The traffic discharged from the Bridge at this point would enter on Broad Street is estimated at 890 during the maximum hour. This traffic will enter Broad Street via State Street directly under the new Bridge and directly north of the present Lockport Station, thus adding to the complicated traffic existing at this point. For horse-drawn traffic coming from a wishing to travel on the Bridge, there is provided a direct way on Broad Street directly north of Cross Street. It is estimated that during the peak hour, approximately 720 vehicles will wish to enter the Bridge at Broad Street. It is probable that because of interference with

Cross Street traffic, such traffic would block through traffic on Broad Street at certain times of the day.

Attention also should be called to the fact that no provisions are made for southbound Broad Street traffic to enter the Bridge going east. It is possible for this traffic to use the entrance ramp for northbound traffic on Broad, but, in so doing, it would necessarily make a left turn against the southbound traffic, thus resulting in confusion and delays. The only other way for this traffic to reach the Bridge would be to use the High Street entrance ramp.

The exit ramp from the Bridge to Broad Street connects to the intersection of South Street and High Street. As the existing street is used from that point to Broad. As stated previously this traffic would be directed to a critical point in the Broad Street traffic stream.

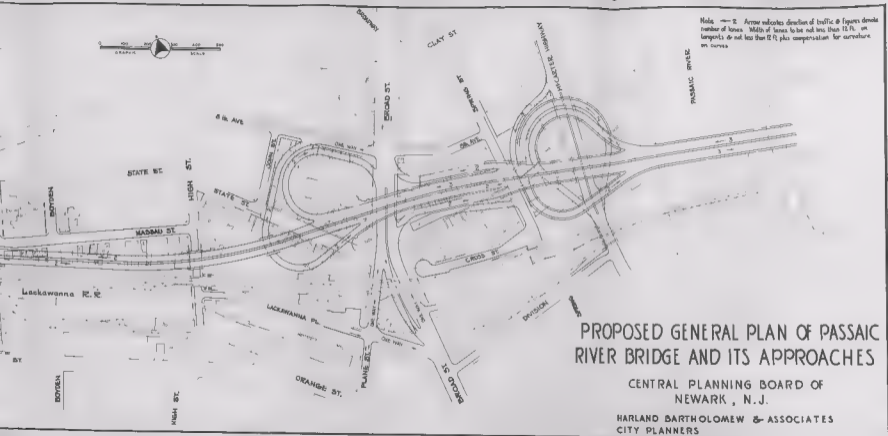
The system of ramps connecting the Bridge to Market Street does not present the serious problems that will be created at Broad Street, due to the fact that there is more room to negotiate the turns by these ramps and there are no complicated local traffic conditions connected with this section of the Bridge. The principal criticism for this section of the Bridge is that no provisions are made for southbound traffic



PROPOSED GENERAL PLAN OF PASSAIC RIVER BRIDGE AND ITS APPROACHES

CENTRAL PLANNING BOARD OF
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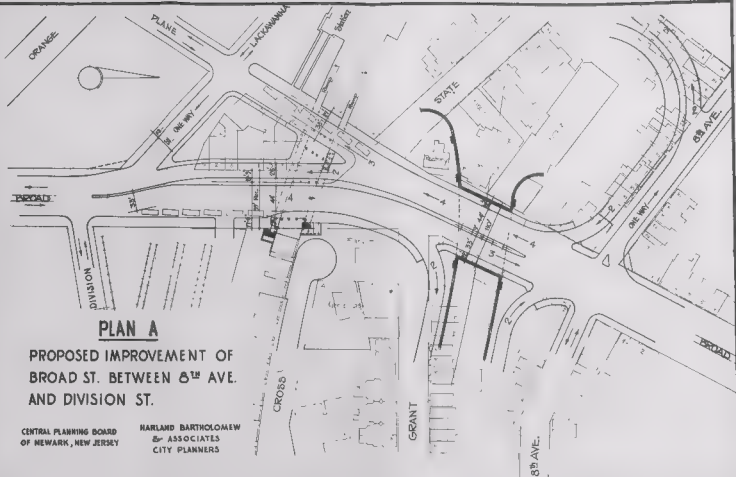
PLANNING BOARD'S RECOMMENDED DESIGN

To meet the above objections, the Planning Board has prepared the plan shown on Plate No. 4.

Because of the expense of acquiring rights of way, the State Highway Department has located the Bridge as closely as possible to the Lehigh Valley Railroad from McCarter Highway to Boylston Street. This cramped location results in the objectionable features described in the preceding section.

It is recommended that the entire structure be moved northward between McCarter Highway and High Street in order to provide room for adequate connections from the City streets to the Bridge. There is no change in location recommended west of High Street or east of McCarter Highway. To facilitate movements to and from the Bridge in the vicinity of Broad Street and the Lehigh Valley Railroad Station, the following recommendations are made:

(a) Traffic from the Bridge southbound on Broad Street should be discharged at a point near Eighth Avenue and Broad Street rather than at State Street as proposed by the Highway Department. This would give an opportunity for such traffic to merge with the through traffic on Broad Street instead of getting mixed up with the complicated



PLAN A

PROPOSED IMPROVEMENT OF
BROAD ST. BETWEEN 8TH AVE.
AND DIVISION ST.

CENTRAL PLANNING BOARD
OF NEWARK, NEW JERSEY

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movements which now take place at the intersection of Broad, Pine, State, Grant and Cross Streets.

(b) Northbound traffic entering the Bridge from Broad Street would do so by way of an easy curve at Grant Street rather than by the proposed ramp adjacent to Cross Street. This would enable bridge bound traffic to clear Broad Street without the danger that it might back up and interfere with through movements.

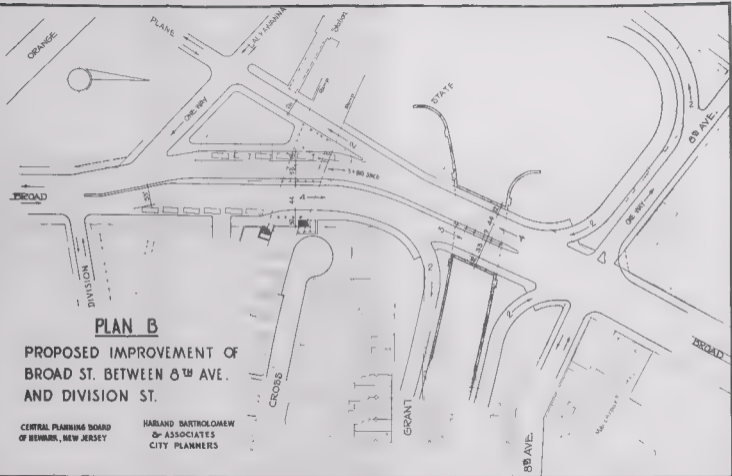
(c) An entrance ramp for southbound traffic going east on the Bridge is provided at Fifth Avenue. This will eliminate the possibility of left turning movements taking place into the eastbound ramp for northbound traffic as provided by the Highway Department or the forcing of such traffic to use the High Street entrance.

(d) An exit ramp is provided for traffic westbound on the Bridge desiring to go north on Broad Street at a point near Eighth Avenue which obviates the necessity for such traffic coming to grade by means of the exit ramp from McCarter Highway and using local streets to get to Broad.

(e) To further simplify traffic movements on Broad and to improve the accessibility of the Lockwood R. R. Station, certain adjustments to Broad Street between Fifth Avenue and Lockwood Place are suggested. These suggested

Alternative improvements are shown on Plates Nos. 5 and 6. Under Plan A, it is proposed to provide the connections described above, and also make it possible to segregate the through traffic from slow moving busses and trucks on Broad Street. To avoid conflicts from traffic entering Broad Street from the existing local streets in that vicinity, it is recommended that Cross Street be closed at Broad and turn around provided near Broad Street; that Grant Street be relocated and terminated at Broad Street; that State Street be closed between John and Pine Streets, and that Pine Street be one-way as it is at present. Lockwanna Place, and that Lockwanna Place be made one-way between Pine Street and Broad Street.

The proposed improvements include widening of Broad Street between Lockwanna Place and Eighth Avenue to provide four lanes of moving traffic northbound plus an additional lane for the unloading of busses on the east side of Broad Street between Division Street and the Lockwanna Railroad and to provide four lanes of moving traffic southbound between Eighth Avenue and the intersection of Broad and Pine Streets where there would be a separation of through traffic and bus traffic. It is also proposed to widen Pine Street from State Street to Lockwanna Place to provide a bus loading and unloading zone plus two moving lanes of traffic.



By providing the above bus loading zones on the east side of Broad Street, it would be possible to extend the platform of the Lackawanna Railroad to the east so that pedestrians wishing to reach the Station from the east side of Broad, or bus passengers discharged at that point could do so by means of the extended platform connected to Broad Street by a stairway, without crossing the street at grade. This arrangement would make it unnecessary to maintain a traffic signal at the Lackawanna Railroad and would eliminate the present danger to pedestrians.

By providing a bus loading platform directly at the Station on Plan Street for southbound busses, passengers would be able to reach the Station without crossing any streets. These busses would re-enter Broad Street at the intersection of Lackawanna Place.

The above plan provides for the widening of the roadway on Broad Street north of Lackawanna Place in order to permit bridge and traffic to keep to the right and thus not obstruct the free flow of northbound traffic. The widening would also permit northbound busses to merge with the through traffic without undue interference.

Plan B has been prepared as an alternative to the plan just described, the main difference being that the unloading zone for southbound busses would be in Broad Street

rather than in Plank Street.

Both plans A and B would necessitate taking part of the property within the triangle bounded by Plank Street, Lackawanna Place and Broad Street. Under these circumstances, it is recommended that consideration be given to the acquisition of this entire block of property for the purpose of creating an open plaza in front of the Lackawanna Station. If this were done and the Station itself were rehabilitated, greatly improved entrance into the City of Newark would be created. The two plans also would necessitate rearrangement of the Bridge structure of the Lackawanna Railroad where it crosses Broad Street; there are no insurmountable difficulties, however, in the way of these arrangements.

Property to be acquired in Constructing the Bridge.

A relocation of the Bridge further north, as proposed by the Planning Board, would result in the taking of more property than originally planned by the Highway Department. This additional property would involve the block bounded by Eighth Avenue, John Street, State Street and Broad Street; the block bounded by Great Street, Eighth Avenue, Spring Street and Broad Street and additional property lying between Spring Street and McCarter Highway in the block bounded by Great Street, Spring Street, City

Street and McCarter Highway. As a partial offset to this additional cost, it will not be necessary to take all of the block bounded by Grant Street, Cross Street, Spruce Street and Broad Street and certain property owned by the Lackawanna Railroad Company adjacent to their right of way between the Passaic River and McCarter Highway.

A check of the assessed valuation of the property required under this plan discloses that the total assessed value of the land required under the Planning Board's plan is \$261,100 compared to \$457,700 under the State's plan. This is a difference of \$196,600.

Because of the additional ramps and added length of ramps, the construction cost of the Planning Board's design would be greater than that of the Highway Department. No construction cost estimates have been prepared.

Effect on Rectory for House of Prayer.

This historic structure is located at the northwest corner of State and Broad Streets. Under the State's plan, the Bridge structure would be located to the south of State Street, and there would be no interference with the Rectory or the adjoining Church.

Under the Planning Board's proposal, the Bridge structure would be located north of the Rectory, and while

the Rectory itself would not be disturbed, it would be necessary to remove the present Church buildings. The closing of State Street is recommended and would make it possible to relocate the Church building and other accessory structures to the south of the Rectory, thus preserving the unity of the groups and at the same time providing a more spacious setting. An alternative plan would be to move the Rectory and Church structures to the north of the new Bridge and rebuild them in the block bounded by State, Broad, Eighth Avenue and John Street.

APPROACH TO THE BRIDGE FROM THE WEST

As previously stated no plans have been developed by the Highway Department for providing connections to the Bridge terminus at Boyden Street with other thoroughfares in that vicinity. In our opinion, the plan is incomplete without very careful consideration being given to this important feature.

The nearest point to the end of the Bridge at Boyden Street where any facilities exist for handling traffic is at Eighth Avenue and Clifton Avenue. It is at this point that the recommended traffic interchange is located. If it is found not to be immediately feasible to carry the highway farther west, the Bridge approach should be carried to Clifton Avenue and provision made for its future westward extension. The proposed traffic circle should be constructed in such a manner that traffic may get on and off the Bridge from the circle. It is proposed that through traffic not having occasion to use Clifton Avenue or Nesbitt Street should cross under the circle by means of an underpass and then proceed westerly as shown on the plan.

The improvements contemplated in this part of the plan would result in the removal of a large amount of obsolete residential property in the neighborhood of Clifton and

Eighth Avenue. The construction of this interchange would provide a public improvement which would result in the general toning up of the entire neighborhood in addition to relieving a serious traffic problem.

Effect on Branch Brook Park.

The construction of the circle and the possible western extension of the approach highway would involve property in Branch Brook Park under jurisdiction of the Essex County Park Commission. Certain rearrangements of the lake and recreation area in the south end of the Park would be necessary but the public benefits derived from the highway improvements would be far greater than in damage to the Park property.

Financial Considerations.

The improvements recommended by the Planning Board in this report should be financed jointly by the Federal Government, State Highway Department, Essex County and the City of Newark.

The Bridge structure and its system of connecting ramps is entirely the obligation of the State and Federal governments. The extension of the bridge approach to Clifton Avenue, and the construction of the interchange at that point should be the responsibility of the State or of Essex County. The recommended improvements to the local street system should be jointly financed by Essex County and the City of Newark.

RELATIONSHIP OF THE BRIDGE TO STATE AND
FEDERAL HIGHWAY SYSTEM

Both the Federal Government and the State Highway Department have prepared ambitious plans for postwar highway construction throughout the State and Nation. The Federal Works Agency recently submitted to the President a report on a National System of Inter-Regional Highways. This report embodies recommendations for a postwar system of national highways developed by a special committee appointed by the President. Mr. Harland Bartholomew is a member of this Committee.

The proposed system consists of a network of modern high-speed traffic ways connecting the centers of all of the principal urban communities throughout the country. The report lays great emphasis on the necessity of providing Federal financial assistance to the cities to aid them in solving the complex traffic problems existing in all urban communities. The report calls attention to the fact that while the Federal Government has given a great deal of financial assistance in the past to the States, the greater part of this money has been expended in rural and semi-rural areas throughout the country.

To provide funds for the proposed postwar highway construction, two Bills have been introduced in Congress. One of these (HR 4915) was introduced in the House, but was not acted upon before Congress recently adjourned. The other (S 2105) known as the Hayden Bill was introduced in the Senate on August 15, 1944 and was passed before the recent adjournment of Congress. The Hayden Bill, before amendment, authorized an appropriation of \$1,950,000,000 to become available at the rate of \$650,000,000 a year for each three successive postwar fiscal years.

The original terms of the Hayden Bill provided \$250,000,000 annually for highways on the Federal Aid System; \$200,000,000 annually for secondary and feeder roads, and \$200,000,000 annually for highways in urban communities over 5,000 population. Federal funds were to be matched by the States in the ratio of 60 percent Federal and 40 percent State. As amended before passage, the total annual Federal appropriation was reduced to 450,000,000 to be allocated as follows: \$200,000,000 for Federal Aid Highways; \$125,000,000 for secondary roads and \$125,000,000 for urban highways. The fund matching provision was changed to require a fifty-fifty ratio between the Federal Government's and the State's shares.

A very important provision of the Hayden Bill from the cities standpoint was the formula on which the urban

Funds are to be allocated to the communities. Whereas the House Bill provided that these funds be allocated according to area, road mileage and population, the Hayden Bill established the principle that population alone should determine the amount each urban community is entitled to.

While it is impossible to determine how much Federal and State money will be available prior to final passage of the legislation, computations have been made in accordance with the provisions of both the House Bill and the Senate Bill to determine Newark's share of these funds. Under the formula used in the House Bill, New Jersey would receive \$2,553,000 annually in Federal funds. Newark's share of the State allocation would be \$425,000 annually which, when matched by State funds would total \$802,000 for the first year or \$2,408,000 for the three year period. Under the Senate Bill before amendment, the State of New Jersey would be allocated \$8,893,000 annually for use in urban communities. Newark's share of these funds would be \$1,195,000 which, when matched by State funds will amount to \$1,990,000 annually or \$5,970,000 total for the three year period. Under the Hayden Bill as amended, Newark's share would be decreased to approximately \$3,730,000.

The improvements undertaken under the provisions of this highway legislation would be the responsibility of

the State Highway Department working in close collaboration with the local communities. Projects to qualify for federal aid would have to be an integral part of the national inter-regional highway system, or closely related thereto. Furthermore, such projects would be designed as modern high-speed limited access highways connecting the centers of urban population with highways on the inter-regional system. The contemplated type of highway is entirely different from any built heretofore in the City of Newark. All grade crossings of intersecting streets would be eliminated. Access would be limited to certain designated points and the highway would be built in accordance with very high standards of width, curvature, gradients, sight distances, and the like. Construction of such a highway in the closely built up urban area would be very expensive as wide rights of way are required and construction standards are high. No cities are able to finance any substantial amount of this type of highway improvement. This fact is now recognized by the Federal government and the Bills described above are designed to remedy the situation by making substantial Federal and State funds available.

While the State Highway Department considers the new Passaic River Bridge as nothing more than a local connection between Newark and Harrison, this is a narrow view of the point and is inconsistent with the objectives of long-range planning. The Bridge offers great possibility for improving

communications between Newark and the area west of Newark to Hudson County and New York City. This consideration is so important that nothing should be done in the construction of the Bridge which might jeopardize realization of this objective.

Considering the improvement as part of a long-range program of highway improvement, the new Bridge should be a link in an inter-regional highway leading from the western extremity of the Newark metropolitan area to the Lincoln and Holland Tunnels in New York City. Such a highway would connect with the present Route 10 and Northfield Avenue at the base of the First Mountain in West Orange, and would extend through the communities of Orange, East Orange and Newark to the new Bridge and thence east. As brought out earlier in the report, this highly desirable improvement would also open up a traffic artery leading directly to the central business district of Newark, thus fulfilling two major functions.

For a number of years the State Highway Department has been studying a route for the extension of Route 10 from its present terminus at Livingston to a new bridge across the Passaic River near the north city limits of Newark. This route is designed primarily as a by-pass around Newark for traffic between New York and the western part of the State. Insofar as the highway would relieve the crowded

streets in Newark's urbanized areas from use by traffic having no direct business there, it would be beneficial to the City. However, unless this highway is supplemented by other routes which would connect the central part of Newark with main highways leading east and west from the city, it would solve only part of the problem. For that reason serious consideration should be given to use of the new Bridge as part of such a future highway.

No specific routes have been studied in detail nor have any cost estimates been prepared. The entire matter has been laid before the State Highway Department, the Federal Public Roads Administration and the County Engineering Department. Discussion have also been held with the interested City Departments, and further action will be taken at a later date.

